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ABSTRACT

At the time of independence from Britain in 1964, the educational system in Zambia was, as elsewhere in Africa, racially segregated and heavily biased against Africans. This paper briefly reviews the situation at independence before enumerating post-independence educational policy landmarks through both acts of Parliament and national development plans and related documents. It discusses successes and failures in program implementation as evidenced by internal and external efficiency criteria. Particularly the primary school system has expanded substantially, although there are few data about internal efficiency. Nevertheless, the young and growing population continues to put pressure on the system--a doubling of primary school places by the year 2000 would be necessary simply to maintain the present gross enrollment rates. High rates of unemployment, especially after completion of primary and secondary school, point to poor external efficiency. Other factors contributing to problems with the successful implementation of educational policies have been a poor economy, inadequate supply of teachers above the primary level, problems with curriculum relevance, and an entrenched debate about the merits of English language versus native language teaching. (Author)

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World Bank Discussion Papers
Africa Technical Department Series

Implementing Educational Policies in Zambia

Paul P. W. Achola

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Implementing Educational Policies in Zambia

Paul P. W. Achola

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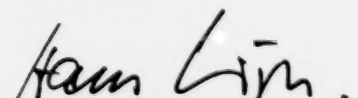
FOREWORD

The decades of the 1960s and 1970s witnessed dramatic quantitative growth in African education systems. Beyond expanding educational places, many African countries pronounced intentions to "reform" their educational systems, by adjusting the length of education cycles, altering the terms of access to educational opportunity, changing the curriculum content, or otherwise attempting to link the provision of education and training more closely to perceived requirements for national socio-economic development. Strong economic growth performances of most African economies encouraged optimistic perceptions of the ability of governments to fulfill educational aspirations which were set forth in educational policy pronouncements.

Sadly, the adverse economic conditions of the 1980s, combined with population growth rates which are among the highest in the world meant that by the early 1980s, education enrollment growth stalled and the quality of education at all levels was widely regarded as having deteriorated. In recognition of the emerging crisis in African education, the World Bank undertook a major review to diagnose the problems of erosion of quality and stagnation of enrollments. Emerging from that work was a policy study, Education in Sub-Saharan Africa: Policies for Adjustment, Revitalization, and Expansion, which was issued in 1988. That study does not prescribe one set of education policies for all of Sub-Saharan Africa. Rather, it presents a framework within which countries may formulate strategies tailored to their own needs and circumstances. In fact, a central point which is stressed in the study is the need for each country to develop its own country-specific education strategy and policies, taking into account the country's unique circumstances, resource endowment and national cultural heritage.

The crucial role of national strategies and policies cannot be over-emphasized. In recognition of the centrality of sound policies as a basis for progress, in 1987 the Bank's Education and Training Department (the relevant unit responsible for the policy, planning and research function at that time) commissioned a set of papers by African analysts on the comparative experiences of eight Anglophone Eastern and Southern African countries, each of which had developed and issued major education policy reforms or pronouncements. The papers give special attention to deficiencies in the design and/or implementation processes that account for the often-yawning gaps between policy intentions and outcomes. The lessons afforded by the eight African case studies, along with a broader- perspective assessment of educational policy implementation, are presented in the papers by George Psacharopoulos (the overall manager of the set of studies) and John Craig. The eight country case studies are presented in companion reports.

By disseminating this set of studies on the implementation of African educational policies, it is hoped that the lessons of experience will be incorporated into the current efforts by African countries to design and implement national policies and programs to adjust, revitalize and selectively expand the education and training systems which prepare Africa's human resources, the true cornerstone of African development.



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ABSTRACT

At the time of independence from Britain in 1964, the educational system in Zambia was, as elsewhere in Africa, racially segregated and heavily biased against Africans. This paper briefly reviews the situation at independence before enumerating post-independence educational policy landmarks through both acts of Parliament and national development plans and related documents. It discusses successes and failures in program implementation as evidenced by internal and external efficiency criteria. Particularly the primary school system has expanded substantially, although there are few data about internal efficiency. Nevertheless, the young and growing population continues to put pressure on the system -- a doubling of primary school places by the year 2000 would be necessary simply to maintain the present gross enrollment rates. High rates of unemployment, especially after completion of primary and secondary school, point to poor external efficiency. Other factors contributing to problems with the successful implementation of educational policies have been a poor economy, inadequate supply of teachers above the primary level, problems with curriculum relevance, and an entrenched debate about the merits of English language versus native language teaching.

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1. HISTORICAL BACKGROUND

What is Zambia t[illegible], until independence in October 1964, known as Northern Rhodesia. [illegible]2, the country had a population of around 2.5 million Africans. Like most African countries, the population of Zambia has been characterized by rapid growth. Between 1963 and 1969, the average annual growth rate was 2.5 percent; between 1969 and 1980 this had risen to 3.1 percent; and today it stands at 2.4 percent. The result is that the population of Zambia had doubled by 1980 over 1962, standing as it did at 5.66 million.

More relevant for our purposes is the age structure of the 1980 population. About 51 percent of the 1980 population was aged 15 years and younger. This young population constituted a heavy burden on the country's educational resources and the economy. As a matter of fact, by 1984 there were 1.26 million pupils enrolled in grades 1-7; by the year 2000, this enrollment figure will have to double to 2.52 million, if every 7 year-old child is to be able to enter grade 1 and continue to grade 7 as the country's policy makers advocate. This would represent a need to create 1.26 million additional school places, something that the ailing Zambian economy can hardly entertain, let alone accommodate.

Education at Independence

The history of education in Zambia is largely similar to that of other ex-British dependencies in the African continent. Most of the schools were established and run by Christian missionaries, whose primary purpose was to teach Africans to read and write for evangelization purposes. The initial educational efforts of the missionaries were later buttressed by colonial rulers and white traders who need Africans to serve in junior positions in their establishments. At the same time, alongside schools for Africans, were separate schools for European children, and children of mixed races (coloreds), including Asians. Racially segregated schools were a cornerstone of British educational policy in Zambia, as was the case elsewhere in British dependencies in Africa.

In line with British policy elsewhere, the education provided was meager both in quality and quantity. The dominant mode of pedagogy was rote learning, rather than discovery learning, which could have fostered creativity. Moreover, heavy emphasis was placed upon primary school education. This was consistent with British colonial policy of allocating Africans exclusively to subordinate positions within the colonial social structure. It has been said that of all the British dependencies in Africa, Northern Rhodesia (now Zambia) was one of the least developed in terms of educational facilities of education in Northern Rhodesia for given years in the colonial period. While it would seem that in absolute terms the enrollment figures for both the primary and secondary schools rose rapidly between 1957-58 and 1961-62, in actual fact, total secondary school enrollments for any given year, except for 1961-62 (when it was 1.2 percent). More instructively, recurrent expenditure took up the bulk or expenditure on education for all the years shown in Table 1. A huge part of the recurrent expenditure was absorbed by the unusually high salaries for resident and expatriate white teachers. The capital expenditures on education leave little doubt that the provision of educational facilities for Africans was of little concern for the colonial government in Northern Rhodesia.

The neglect of African education in Northern Rhodesia was unassailably documented by the Economic Survey Mission on Economic Development in Zambia in 1963. The Economic Survey Mission, jointly sponsored by the United Nations, the Economic Commission for Africa, and the Food and Agricultural Organization, could only find 4,420 Africans who had passed the two-year Junior Secondary Course (Form II), and only some 961 Zambian Africans with full Cambridge School Certificates. It is not a lie, therefore, that when President Kenneth Kaunda of Zambia inaugurated the University of Zambia in July 1966, he announced to the nation that at the time of independence on October 24, 1964, Zambia had only 100 university graduates (all of them educated outside the country), and only 1,500 with full Cambridge School Certificates, and that there were no more than 6,000 indigenous citizens with at most two years of secondary education. These figures for 1964 make sad reading when seen against the fact that these educational targets had been met by Ghana in 1943, by Kenya and Tanzania in 1957 and 1960, respectively; and in 1963, Uganda alone had more than six times as many secondary School

Table 1

The Progress of Education in Northern Rhodesia

	Primary Education (Aided or Maintained schools)		Secondary Education (Aided or Maintained schools)		Government Expenditure	
Year	No. of Schools	Enrollment	No. of Schools	Enrollment	Recurrent	Capital
1937	413	30,023	-	-	28,680	1,000
1947	1,226	139,870	2	143	188,178	11,653
1957-58	1,450	227,296	15	1,488	1,865,120	463,937
1958-58	1,461	240,300	15	1,758	1,843,845	673,875
1959-60	1,541	262,173	15	1,974	2,113,861	462,441
1960-61	1,621	284,252	21	2,356	2,576,450	641,054
1961-62	1,630	298,693	29	3,564	3,196,777	850,000

1. The figures for 1960-61 and previous are actual.
2. The figures for 1961-62 give the actual numbers of schools enrollments and the estimated expenditure
3. The drop in expenditure from 1957-58 to 1958-59 was used by a severe reduction in the revenues of a territory resulting from a heavy drop in the price of copper.

Source: Unesco Statistical Yearbook of 1964

Certificate holders as Zambia. This meager educational development for Africans set the tone of educational policy in Zambia after independence.

At independence, in October 1964, Zambia inherited a racially segregated educational system, meager educational facilities and enrollments for Africans, and a heavily liberal arts biased educational curriculum. As such, the new political leadership, under the United National Independence Party (UNIP) saw as among its most important educational priorities, the elimination of racial segregation in schools: increased enrollments for Zambians at secondary and higher education levels with a view to creating a large pool of indigenous Zambians to run the institutions of their new political and social order; and the introduction of science-oriented curricula and professional subjects to train Zambians for technical and professional careers.

At the same time, the new political leadership had to deal with great disparities in primary school enrollments and facilities between the urban and rural areas. in the rural areas, most primary schools had, during colonial days, provided up to only four years of education, as compared to six years in urban areas. There were also fewer primary schools per school-age population in the rural areas at the time. What was needed, with the onset of independence, was a policy which would increase grades standards at the primary school level beyond the four years, and would create more primary schools in rural areas; this would go a long way towards reducing rural-urban migration of youth in search of more educational opportunities in the urban areas.

A related problem at independence, was the need to reduce the heavy reliance on expatriate teachers, especially at the secondary level. In fact, before independence in 1964, there was not even a single teacher training institution for secondary teachers in the country.

There were a myriad of other problems facing Zambian education in 1964, including, in addition to those mentioned above, poor and dilapidated rural primary school buildings, glaringly low participation rates by girls in the educational system, few and poor teachers houses, etc. And yet, in spite of all the apparently daunting problems, Zambia has made tremendous progress in meeting some of its post-independence educational objectives. This has been

achieved through a number of bold expedient and crash programs, by Acts of Parliament, and a number of administrative guidelines and commissions. Certainly, no single African country has actually satisfied the popular demand and thirst for more and better education. But, as will be shown shortly, Zambia, starting from a seriously disadvantaged position, has done a commendable job by any African standards. We will later in this paper cite some figures in support of this contention.

2. SOME LANDMARKS IN EDUCATIONAL POLICY

Before any accounts can be given regarding Zambia's post-independence educational achievements, it is necessary to set in place some of the major educational policies that have undergirded such achievements. These major educational policies are outlined in Table 2 (see Appendix) with comments incorporated as to what each was meant to achieve.

Table 2 describes in detail certain major educational policies undertaken in Zambia especially around and after independence in 1964. The legal framework of most of the policies were either commissioned reports or Acts of Parliament. In addition certain key educational objectives were enunciated in the country's Development Plans.

Educational Policies through Acts of Parliament and Commissioned Reports

Among the country's educational policies established within the legal frameworks just mentioned were:

a) The UNIP Manifesto of 1962, as already mentioned. It offered a comprehensive statement of the educational objectives that UNIP hoped to pursue on attainment of independence. Outstanding among such objectives were universal primary education for both girls and boys, abolition of racially segregated schools and increased educational facilities and enrollments;

b) The Lockwood Report of 1963 which proposed the establishment of an academically autonomous in the country;

c) The University of Zambia Act (1965), which formally established a national university in the country. Such a university formally opened its doors to students in July of the following year (1966);

d) The Education Act (1966), which abolished racially segregated schools in conformity with the UNIP Manifesto of 1962, and which brought control of private schools firmly under the Ministry of Education;

e) The National Council for Scientific Research Act (1967), which established a national body to spearhead and coordinate scientific research which could institutionalize technological innovations and inventions in the country;

f) The Examinations Council of the Republic of Zambia, established through Statutory Instrument number 256 of 1967, to deal with all matters dealing with examinations and certification thereof in the country;

g) The Teaching Service Commission Act (1968) which set up a single employer for teachers in the country and standardized and unified their terms and conditions of service;

h) The Technical Education and Vocational Training Act of 1972, which created a Department of Technical Education and Vocational Training within the then Ministry of Education (today it falls within the new Ministry of Higher Education);

i) The Educational Reform: Proposals and Recommendations of 1977, which proposed a 7-2-3-4 interim educational system and then a 9-2-4 final educational system; it allowed for 5 years of university education for such professional fields as engineering and agriculture, 6 years for veterinary medicine and 7 years for medicine;

j) UNIP Policies for the Decade 1985-95, which reaffirm the party's objective of attaining a 9 year universal basic education and the pre-eminence of scientific and technological education in the country's educational process.

Education in the Development Plans and Related Documents

Given what has been said already regarding the widespread neglect of African education in pre-independence Zambia, it is hardly surprising that both the Transition Development Plan of 1965/66 and the First National Development Plan of 1966/70 stressed increased enrollments at all levels of the educational hierarchy. The following educational objectives, as stated in the First Development Plan, were quite representative of the major thrust of education in those early post-independence years in the country.

a) To provide sufficient places for primary education for every child aged seven in Zambia in 1970;

b) To provide opportunities for all upper primary school children in rural primary schools to complete a seven-year primary course;

c) To improve the quality of primary education by expanding teacher training, and upgrading the standards of existing teachers;

d) To expand secondary schooling to provide the manpower in the numbers, and with the skills, required for national development. This includes preparing people for higher education, teacher training, and technical training as well as for direct entry to employment in the public and private sectors;

e) To provide the resources for the University of Zambia to enroll over 1,600 students in 1970 and develop it to take a leading part in the educational, professional and cultural life of the nation. Professional training in engineering, medicine, agriculture, administration, teaching, and law will be started. A broad range of useful research and scholarship will be encouraged and a National Council for Scientific Research established;

f) To develop the facilities for adult education, including classes for women, regional libraries, and educational broadcasting, in order that the opportunities of education are available to Zambians of

every age in every part of the country. Every agency contributing to education - missions, mines, industry or individuals- are assisting the educational development of the nation and are, therefore, welcomed;

g) To create six new adult education centers, with increased adult education staff. The correspondence course unit now moving to Luanshya will also be given a target. Adult literacy classes under the Department of Community Development will be greatly expanded following the pattern, and using books, already developed.

This emphasis on accelerated educational enrollments to furnish manpower required by the economy continued during the larger part of the Second National Development Plan 1972/76. By the end of 1974, and especially in the early months of 1975, the nation's policy makers felt that the rapid educational expansions of the last ten years had created problems of their own which required corrective measures. Among these were:

a) The training and recruitment of teachers which had fallen far behind national requirements;

b) Greater demand for more new schools and/or school places which were no longer easy to afford;

c) Failure by secondary schools to absorb many students enrolled at the primary school level, i.e. high dropout rates at the end of primary education;

d) Declining quality of education in the face of massive enrollments, coupled with little preparation of school-leavers to face the exigencies of life after completion of schooling, especially at primary and secondary levels.

In light of these and other problems, it was felt that the time had come for a full-scale re-evaluation of the entire educational system to make it accord with UNIP policies on education. Central among these policies was "that the system of education should be expanded, improved and restructured in

such a way as to provide for a compulsory basic ten years of education to adequately prepare young people for the challenges of life and enable others to comment, in a little more detail, about the practical aspects of the Educational Reforms.

A very careful reading of the Educational Reform: Proposals and Recommendations (of 1977), makes it quite clear that the Reforms focused essentially on two issues: a) the quantitative development of the formal education system and, b) the qualitative development of the education system, particularly in reference to teacher education and supply, evaluation and examinations, technical education and supply, evaluation and examinations, technical education and vocational training, continuing education, pre-school education, and the organization and management of the education system.

In line with the above concerns, a major component of the new education system is the provision of 9 years of basic education to all children, beginning at age 7 when children will enter grade 1. It is recognized that this goal cannot be attained all at once, but can be achieved only over a period of time, through phased expansion of facilities and development of resources. Basic education is to have two phases, the first phase consisting of grades 1 to 7 and the second phase of grades 8 to 9. The first step in the attainment of the goal of 9 years universal basic education (UBE), is to be the development of sufficient facilities to allow every 7 year-old child to enter grade 1 and proceed through to grade 7. Due to the insufficiency of places available at present in primary schools (grades 1 to 7), the establishment of an interim structure of education, before the attainment of UBE, is recognized as necessary.

The quantitative aspects of the Reforms look, therefore, to a transformation of the structure of the current formal education system, and to its expansion to provide for every child of school-going age. In terms of structure, the organization at the time of the Reforms was on a 4-3-3-2 basis, i.e., there were 12 years of formal school education: 4 in lower primary school, 3 in upper primary, 3 in junior secondary and 2 in senior secondary. The goal is re-organize the system on a 6-3-3 basis, under which there will be 12 years of primary and secondary school education, but structured as 9 years of basic education (6 years of primary plus 3 years of basic secondary)

available to all, and 3 years of senior secondary education available to a selected number. While retaining this as the long-term goal, the interim structure in the transition from the current structure is to be on a 7-2-3 basis, that is, 7 years of primary education available to all, 2 years of junior secondary, and 3 years of senior secondary. It is the intention of the Reforms that all but one of the selection barriers in the current system should be abolished. These occur throughout all Zambia after grades 7 and 10 and in certain parts after grade 4. To a large extent it can also be said, since many children who are of the proper age to enter grade 1, are unable to do so because there are not enough places. The Reforms propose that the barriers at the entry to grade 1 and the transition from grades 4 to 5 and 7 to 8 should be abolished. The selection barrier at the transition from grade 10 to 11 will be moved to the point of transition from grade 9 to 10 where it will be retained (though for what proportion is not stated). In the interim stage, therefore, before the attainment of UBE, the concern will be threefold:

a) to provide sufficient grade 1 places to enable every 7 year-old child to enroll and continue through to grade 4;

b) to provide sufficient grade 5 places so that every child who completes grade 4 can proceed to grade 5 and continue through to grade 7;

c) to change the structure of the current secondary system so that it consists of two years of junior secondary and three years of senior secondary.

One of the factors that gave rise to the movement for educational reform was concern about the quality and relevance of what transpired in the schools. This expressed itself in dissatisfaction with the academic skills displayed by school children, with their level of performance in examinations, and with their inability to find employment, or fit suitably into the community, when they had left school. Not all of the criticisms, especially those relating to examination performance, stand up to scrutiny, while it is a common misapprehension to judge the relevance of an educational system by the success or failure of its graduates in obtaining employment. But given the climate of adverse criticism for much that went on in the classrooms, the Reforms are at

pains to stress the need to balance quantitative developments with qualitative improvements:

> "While....changes in the framework are part of the major and essential elements of the reforms, it is the content, the methods and the organization which must receive the greatest attention and these aspects embrace meaningful reform in the curriculum leading to its enrichment and being made more relevant to the needs and aspirations of the individual and society." [1]

Accordingly, the Reforms devote considerable attention to matters affecting the design and development of curricula that will ensure that the education offered within the schools has real significance in terms of meeting the needs of individuals and of the country. Certain aspects receive special attention: the vital role that mathematics, science and technology must play in the curriculum; the importance of productive work; the priority that should be given to the needs and requirements for rural development; and the need for what is taught to be relevant to the cultural, social, and political environment of the country. Because of the social, educational, and economic value of production activities in educational institutions, these are to receive particular attention and are to be among the main features of education to be developed and emphasized in curriculum organization. In view of the massive quantitative expansion that the Reforms imply, and the need for sufficient educational aids and teaching materials required by a redesigned curriculum, and it concomitant syllabi, the document considers at some length the production and supply of educational materials and equipment, and makes specific recommendations on steps that should be taken to stimulate local production.

The structural reorganization, quantitative expansion and qualitative improvement, aspired to by the Reforms, cannot be attained without increasing the supply of teachers and improving their quality. For this reason the Reforms document discusses the initial and in-service training of teachers, the problems affecting their work and morale and the high priority that should be given to the development of a suitably trained force of teachers and educators. The proposals call for the expansion of a new college in the

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[1] Educational Reform, ch. 3, para. 1

immediate future, and likewise for the expansion of the secondary teachers colleges, and the construction of a new one.

Other areas considered by the Reforms document, cover special education, technical education and vocational training, continuing education, pre-school education, the involvement of local agencies, parents and students in organizing and managing the educational system, the role of aided and private schools in ten education system, and the mobilization of the resources needed to support the system.

The Third National Development Plan (1979-83) was primarily intended to implement many aspects of the Educational Reforms. The important aspects of the Reforms which the Third National Development Plan promised to take into consideration included the following:

a) Quality of education and services will be improved;

b) Quality of teacher education and professional development of the teacher will be improved;

c) Elimination of regional and other imbalances in educational provisions will be undertaken at Grades 1, 5, 8, and 10;

d) Provision for continuing (part-time) education will be expanded and diversified;

e) Use of educational facilities will be maximized in order to avoid waste;

f) New buildings will be simple, durable, functional, low in maintenance costs, and will use local materials and technology;

g) Self-help educational projects by communities will be encouraged, and once initiated, such projects will be executed to completion;

h) Recurrent and capital expenditure on education will be planned to avoid wastage;

i) Production activities in all educational institutions will be consolidated to bring out educational values, develop correct attitudes and production skills;

j) Localization of School Certificates Examinations will be completed;

k) Development of resource centers and teachers centers will be undertaken;

l) Development of new curricula that will accommodate the educational reforms will be undertaken.

Although repeated mention has been made of the document, it is important to emphasize that the proposals and recommendations contained in Educational Reform, have guided thinking and action in the field of education since 1978. But since "education is a social institution which will continue to reflect the characteristics of the Zambian society," as the Reforms acknowledge, new factors and constraints arising within society have had their bearing on educational policy and on the implementation of the Reforms. In some respects this has led to a departure from the letter of the Reforms, as, for instance, in the decision to make the minimum entry requirement to primary school teachers colleges a grade 12 and not a grade 10 certificate. In others, it has resulted in a reaffirmation and extension of what is contained in the Reforms. A notable example of this is the ever greater stress that is being placed on self-help. The same extension is also seen in the vigorous emphasis that is being place on the development of science and technology. In 1984, a decision was made to establish a technical secondary school in each of Zambia's nine educational regions. In March 1985, Guidelines for the Formulation of the Fourth National Development Plan was published. This document advises that the formulators of the Fourth Plan should consider "the possibility of converting some of the existing secondary schools into technical and agricultural schools," raising standards of education in mathematics and science subjects." The guidelines also state that the implementation of the educational reforms should continue through the Fourth National Development Plan.

The most recent policy statement is that of the United National Independence Party (UNIP) contained in its booklet The National Policies for the Decade 1985-1995. Aims and Objectives of the Third Phase of the Party Programme, published in mid- 1985. Two sections are of particular relevance to education - the section headed "Development of Education," and that headed "Science and Technology." The aim is to introduce "compulsory schooling which will combine seven years of the present primary system with two years and then three years of the present Junior School in progression with the productivity of Zambians".[2] The goal of ten years basic education had been affirmed by the Party in its major policy Manifesto 1962, which is reproduced as part of the latest document, and confirmed in its policy statement for the decade 1974-84. The target of nine years universal basic education set by the Reforms is seen as a stage towards the achievement of the Party's goal, though this cannot be attained immediately, due to inadequate facilities, insufficient manpower and the scarcity of financial resources. The UNIP policy document for 1985-95 stresses that technical education at secondary school level will be major emphasis of its policy; partly, so that the principle of combining study with productive work can be adhered to; partly, so that young people will learn skills that will help them after leaving school. In an effort to increase rapidly the number of scientists, technologists and technicians, there is to be an expansion of technical secondary schools and an improvement in the science curricula of all schools.

In Table 3, we summarize the changes which have been suggested and/or made to Zambia's educational structure since independence in late 1964.

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[2] p. 34

Table 3

Existing and Recommended Educational Structures in Zambia for 1964-1986

Education Level	Model 1 Existing 1964-1965	Model 2 Existing by 1966-1984	Model 3 Proposed for 1986-2000	Model 4 Ultimately with UBE
Primary	8	7	7	6
Secondary	[illegible] + 2	5	2 + 3	3 + 3
University	None	4[b]	4	4
Total number of years	15	16	16	16

Source: Author's research

a UBE means Universal Basic Education, i.e. 9 years of free and compulsory schooling,

b Total number of years of university education are slightly longer for professional fields such as engineering, mining, agriculture, veterinary medicine and medicine.

3. IMPLEMENTATION OF EDUCATIONAL PROGRAMMES

Information on primary school enrollment from the time of independence in 1964 to 1984 is provided in Table 4. The figures leave little room for doubt that progress in terms of actual numbers of pupils having access to all levels is remarkable by all accounts. An appreciation of Zambia's impressive accomplishments at the primary school level can be gauged from a look at some enrollment targets set in the past few years against actual enrollments. Thus, the 1977 Educational Reform Document set the target grade 1-7 enrollment at 1,194,364. The actual enrollment for 1984 of 1,260,564 (see Table 4) exceeds the 1977 target figure by 66,200. Similarly, the Third National Development Plan (1979-83) set the target grade 1-7 enrollment by 1983 at 1,154,160. Actual enrollment in these grades for 1983 was 1,194,070 thus exceeding the projections of the Third National Development Plan by close to 40,000 pupils. More significantly, as Table 5 shows, the absolute increase in enrollments was accompanied by a general increase in enrollment rates for various school age-grades for the period 1980-1984. This accomplishment is significant in light of the fact that some African countries school-age participation rates are either static or falling.

As can be expected, the numbers of pupils who reach the secondary grades is much smaller. This is true of those who move from grade 7 to grade 8, the start of junior secondary and also of those who reach the last two years of senior secondary (grades 11 and 12). The progression rates at these two respective levels are carried in Table 7.

The progression rate from grade 7 to grade 8 in 1984-85 was 21.6 percent for both sexes. It is clear that the progression rates for boys are higher than those for girls, whether in the entry from grade 7 to grade 8 or from grade 10 to grade 11. It is significant to note that the progression rates for both boys and girls have steadily been increasing, and this at a time when there are increased enrollments ar grade 7. What this means, then, is that larger and larger numbers of pupils are now entering Grade 8, as can in fact be seen from Table 6. The increases in the numbers joining Grade 11 from grade 10 are relatively more modest. 1984, was in fact, a transitional year, with selection for senior secondary at the end of Grade 9 (38.4%) and at the end of Grade 10 (34.4%). From 1985 onwards, selection to senior secondary will be

TABLE 4 : PRIMARY SCHOOL ENROLLMENT, 1964/1984, ALL SCHOOLS

YEAR	SEX	GRADE 1	GRADE 2	GRADE 3	GRADE 4	GRADE 5	GRADE 6	GRADE 7	GRADE 8	E.S.N.	TOTAL
	BOYS	38,414	38,427	38,626	39,081	20,935	20,261	9,903	9,234	-	214,881
1964	GIRLS	36,229	33,641	32,221	28,573	12,885	11,341	4,878	3,768	-	163,536
	TOTAL	74,643	72,068	70,847	67,654	33,820	31,602	14,781	13,002	-	378,417
	BOYS	43,745	40,075	39,676	40,194	23,943	21,648	12,164	9,186	-	230,631
1965	GIRLS	41,151	35,851	33,274	31,387	15,308	12,742	5,926	3,763	-	179,402
	TOTAL	84,896	75,926	72,950	71,581	39,251	34,390	18,090	12,949	-	410,033
	BOYS	53,410	44,598	41,886	42,488	34,490	24,978	23,672	-	-	265,522
1966	GIRLS	50,297	40,151	35,498	32,474	22,533	14,452	12,404	-	-	207,809
	TOTAL	103,707	84,749	77,384	74,962	57,023	39,430	36,076	-	-	473,331
	BOYS	59,744	52,635	45,215	43,076	36,795	35,388	27,781	-	-	300,634
1967	GIRLS	56,159	48,375	39,087	34,723	24,806	21,324	14,192	-	-	238,666
	TOTAL	115,903	101,010	84,302	77,799	61,601	56,712	41,973	-	-	539,300
	BOYS	63,954	60,297	53,929	46,875	37,826	37,816	39,231	-	-	339,928
1968	GIRLS	58,909	54,828	47,404	38,046	26,851	23,116	20,011	-	-	268,965
	TOTAL	122,863	115,125	101,333	84,921	64,477	60,932	59,242	-	-	608,893
	BOYS	65,870	64,114	60,903	55,199	40,229	38,701	42,801	-	169	367,986
1969	GIRLS	61,293	57,080	53,035	45,397	29,639	24,877	21,858	-	116	293,295
	TOTAL	127,163	121,194	113,938	100,596	69,868	63,578	64,659	-	285	661,281
	BOYS	66,162	64,485	64,608	62,120	43,435	40,896	43,811	-	69	385,586
1970	GIRLS	61,197	58,489	55,264	50,782	32,306	27,506	23,411	-	39	308,994
	TOTAL	127,359	122,974	119,872	112,902	75,741	68,402	67,222	-	108	694,580
	BOYS	66730	65403	66092	66793	46298	43723	47219	-	73	402,331
1971	GIRLS	62601	59569	57704	54990	35112	31105	26640	-	49	327,770
	TOTAL	129,331	124,972	123,796	121,783	81,410	74,828	73,859	-	122	730,101
	BOYS	73418	67353	67132	69319	51854	48214	51289	-	114	428,693
1972	GIRLS	69127	61591	59095	57182	38972	33917	29217	-	79	349,180
	TOTAL	142,545	128,944	126,227	126,501	90,826	82,131	80,506	-	193	777,873
	BOYS	73046	72970	68744	69275	54300	52983	53620	-	71	445,009
1973	GIRLS	69266	67185	60687	58115	41230	37106	31593	-	43	365,225
	TOTAL	142,312	140,155	129,431	127,390	95,530	90,089	85,213	-	114	810,234
	BOYS	75571	75272	75146	72723	56613	56203	58576	-	87	470,191
1974	GIRLS	70984	70247	66978	61055	43463	39904	35513	-	54	388,198
	TOTAL	146,555	145,519	142,124	133,778	100,076	96,107	94,089	-	141	858,389

TABLE 4 : PRIMARY SCHOOL ENROLLMENT, 1964/1984, ALL SCHOOLS

YEAR	SEX	GRADE 1	GRADE 2	GRADE 3	GRADE 4	GRADE 5	GRADE 6	GRADE 7	GRADE 8	E.S.N.	TOTAL
	BOYS	75203	73802	74056	75952	58162	56953	61803	-	77	476,008
1975	GIRLS	71512	68292	67132	64732	45753	41021	37890	-	52	396,384
	TOTAL	146,715	142,094	141,188	140,684	103,915	97,974	99,693	-	129	872,392
	BOYS	76834	76733	75998	76303	62563	60530	63877	-	61	492,899
1976	GIRLS	73828	71430	68264	66540	50763	44483	39622	-	38	414,968
	TOTAL	150,662	148,163	144,262	142,843	113,326	105,013	103,499	-	99	907,867
	BOYS	79417	77780	77891	78241	62992	63383	64908	-	57	504,669
1977	GIRLS	75987	73865	70803	67656	52872	48692	42237	-	36	432,148
	TOTAL	155,404	151,645	148,694	145,897	115,864	112,075	107,145	-	93	936,817
	BOYS	80471	80465	79043	79363	64712	63834	68393	-	77	516,358
1978	GIRLS	78315	75937	73117	69582	54084	50545	46483	-	54	448,117
	TOTAL	158,786	156,402	152,160	148,945	118,796	114,379	114,876	-	131	964,475
	BOYS	82166	84856	81479	80666	66607	66613	71898	-	69	534,354
1979	GIRLS	80354	79171	75117	72111	56598	52457	49381	-	54	465,243
	TOTAL	162,520	164,027	156,596	152,777	123,205	119,070	121,279	-	123	999,597
	BOYS	85660	84429	83470	83097	70447	70440	76503	-	57	554,103
1980	GIRLS	83378	81315	78915	74599	60259	55460	52457	-	52	486,435
	TOTAL	169,038	165,744	162,385	157,696	130,706	125,900	128,960	-	109	1,040,538
	BOYS	89041	87567	85736	84628	75442	71718	76844	-	63	571,039
1981	GIRLS	86608	84721	80356	77004	63319	58760	54460	-	48	505,276
	TOTAL	175,649	172,288	166,092	161,632	138,761	130,478	131,304	-	111	1,076,315
	BOYS	92740	92311	89049	87841	75782	75222	80629	-	100	593,674
1982	GIRLS	89852	88081	83915	79531	67255	61961	57455	-	45	528,095
	TOTAL	182,592	180,392	172,964	167,372	143,037	137,183	138,084	-	145	1,121,769
	BOYS	98037	98070	94677	92393	81204	80155	87353	-	84	631,973
1983	GIRLS	95343	92946	88896	84636	70872	66946	62414	-	44	562,097
	TOTAL	193,380	191,016	183,573	177,029	152,076	147,101	149,767	-	128	1,194,070
	BOYS	104116	102108	99348	96348	85449	84721	94049	-	162	666,301
1984	GIRLS	101073	98173	92757	88059	75869	70138	68118	-	76	594,263
	TOTAL	205,189	200,281	192,105	184,407	161,318	154,859	162,167	-	238	1,260,564

Source: Educational Statistics 1980 and unpublished MOEC data.

Table 5

Enrollment Rates 1980-84, Both Sexes

Year	Grade 1 as % of 7 y.o.	Grade 5 as % of 11 y.o.	Grade 1-7 as % of 7-13 y.o.
1980	88.4	93.4	87.3
1981	88.5	93.4	86.3
1982	88.6	94.8	87.3
1983	89.5	97.1	89.6
1984	92.4	99.3	91.2

Source: Calculated from MCEC data and CSO Population Projections (with interpolations)

Table 6

Secondary School Data, 1980-84

Enrollment	1980	1981	1982	1983	1984
Grade 8	24,437	26,091	27,279	30,906	35,098
Grade 11	11,478	11,538	12,179	13,052	13,471
Junior Secondary	72,378	75,883	81,002	89,602	99,087
Senior Secondary	22,217	23,029	23,857	25,486	26,724
Total	94,595	98,862	104,859	115,088	125,811
Number of Classes					
Grade 8	586	614	643	743	826
Grade 11	304	302	324	346	345
Grade 8-12	2,342	2,395	2,495	2,735	2,904
Average Class Size					
Grade 8	41.7	42.5	42.4	41.6	42.5
Grade 11	37.8	38.2	37.6	37.7	39.0
Grade 8-12	40.4	41.3	42.0	42.1	43.3
Number of Teachers					
Grade	1,796	1,767	1,605	1,542	n.a
Non-graduate	2,508	2,883	2,997	3,230	n.a
Zambian	12,496	3,077	3,280	3,721	n.a
Non-Zambian	1,808	1,573	1,322	1,051	n.a.
Total	4,304	4,650	4,602	4,772	n.a
Pupil-Teacher Ratio					
Pupils per Graduate	52.7	55.9	65.3	74.6	n.a.
Pupils per Non-graduate	37.7	34.3	35.0	36.6	n.a
Pupils per Teacher	22.0	21.3	22.8	24.1	n.a

Source: MGEC unpublished data

Table 7

Progression rates from grade 7 to grade 8 and grade 10 (form 3) to grade 11 (form 4), boys and girls

Year	Grade 7 to 8		Grade 10 to 11			
	Boys	Girls	Both sexes	Boys	Girls	Both
1979-80	21.13	18.72	20.15	50.62	46.20	40.06
1980-81	21.10	18.81	20.17	53.57	39.85	48.72
1981-82	21.99	19.06	20.76	52.73	45.24	50.06
1982-83	23.66	20.57	22.38	53.59	42.91	49.77
1983-84	25.10	21.10	23.44	49.78	41.89	46.80

Source: Ministry of General Education and Culture (MGEC) Unpublished Data

after grade 9 only, and will be targeted around 50 percent of the enrollment in that class nationally.

Enrollments at the tertiary level educational institutions are shown in Table 8. There was a steady increase in these enrollments from 1971 to 1978; between 1979 and 1981 the enrollments declined somewhat, but shoed signs of picking up again in 1982. The point to note, is that there is a wide variety of tertiary institutions, some of them administered by ministries other than Education, such as certificate and diploma programs in agriculture, forestry, and veterinary health, which are under the Ministry of Agriculture and Water Development; various nursing programs under the Ministry of Health; and other programs under the Ministry of Cooperatives offered at the Cooperative College in Lusaka, etc. The institutions shown in Table 8 pertain specifically to the Ministries of Education. Tertiary level programs with which the Ministry of Higher Education is concerned fall into three categories: programs in teacher education; technical education and vocational training programs which fall under the Department of Technical Education and Vocational Training (DTEVT); and degree and other programs at the University of Zambia. A comparative enrollment in DTEVT programs and in Teacher Education, has been shown in the form of a bar graph in Teacher Training Colleges for all the years shown (1974-1983), enrollments in both types of institutions have been characterized by oscillating trends.

Table 8 ENROLLMENTS IN DEPARTMENT OF TECHNICAL EDUCATION AND VOCATIONAL TRAINING INSTITUTES, 1971-1982

FULL-TIME PRE EMPLOYMENT TRAINING PROGRAMS
ENROLLMENT BY INSTITUTION AND YEAR OF STUDY, 1971-1982

Institution	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	Total
Evelyn Hone College of Applied Arts and Commerce	812	882	1026	1046	956	1216	1204	1221	1170	1292	1160	1156	13141
Zambia Institute of Technology	380	476	476	479	1026	1245	1088	1088	962	842	958	1014	9994
Northern Technical College	796	719	748	765	682	487	561	515	512	602	559	594	7529
Zambia Air Service Training Institute	375	285	310	218	267	256	160	96	119	96	238	172	2568
Livingstone Trades Training Institute	168	231	380	506	426	492	498	580	385	411	370	450	4817
Luanshya Tech. and Voc. Teachers' Col.	88	101	92	106	114	117	298	302	321	348	386	380	2648
Kabwe Trades Training Institute	300	496	440	602	578	458	524	445	299	385	348	390	5258
Lusaka Trades Training Institute	204	290	389	386	290	208	262	296	219	220	218	300	3172
Chome Trades Training Institute	82	96	196	139	125	124	158	160	141	141	108	148	1610
Lukanshya Trades Training Institute	262	398	383	402	359	334	320	389	299	347	318	387	4108
Luanshya Trades Training Institute	32	28	26	25	71	90	120	178	191	186	284	176	1871
Nkumbi International College	119	90	124	416	275	328	371	385	345	298	347	348	3424
Mansa Trades Training Institute	59	52	59	188	209	125	160	69	100	69	89	81	1179
Kasylya Secretarial College	-	-		76	62	60	106	159	229	121	133	99	1044
Total	3656	4119	4801	5249	5440	5506	5799	5778	5262	5336	5498	5615	61861

Source: Ministry of General Education and Culture (MOEC), unpublished data

The University of Zambia constitutes the top of the educational pyramid in the country. The University offers degree and professional programs through twelve academic and professional schools (faculties). Two of these, Business and Environmental Studies, are located in Kitwe and ten (Agricultural Sciences, Center for Continuing Education, Education, Engineering, Humanities and Social Sciences, Law, Medicine, Mines, Natural Sciences, and Veterinary Medicine) are in Lusaka. In addition, the University has offered courses by correspondence since its establishment in 1966. In Table 9 are shown enrollment figures in various programs of the University between 1970 and 1981. The figures show a steady growth over the years.

Table 9 UNIVERSITY OF ZAMBIA FULL-TIME STUDENTS 1970-1980

	E N R O L L M E N T S										
School Course	1970	1971	1972	1973	1974-75*	1975-76	1976-77	1977-78	1978-79	1979-80	1980
Humanities and Social Sciences	454	664	736	921	623	538	677	730	927	741	798
Natural Sciences	366	518	498	790	820	782	742	565	442	457	551
Engineering	70	93	144	148	165	149	145	159	189	204	227
Agricultural Science	52	25	42	56	87	82	84	59	70	99	119
Medicine	-	-	-	81	73	84	87	107	125	167	164
Mining	89	59	79	104	117	123	184	221	206	134	159
Law	-	-	-	-	491	395	457	924	978	961	772
Education Diploma in Social Work	48	35	32	31	38	26	22	20	...	...	-
Post Graduate Cert. in Education	47	42	25	-	-	-	-	-	...	...	-
Diploma in Library Studies	-	-	-	30	27	24	23	60	...	...	-
Associateship in Adult Education	39	38	37	-	-	-	4	-	...	...	-
Centre for Contining Education (Certificate in Adult Education)	10	10	12	14	18	-	-	-	52	51	12
Certificate in Library Studies	-	-	-	-	22	-	-	-	...	...	-
D.N.E. C.P.N.	-	-	-	-	-	-	-	39	...	42	-
Business and Industrial Stud.	-	-	-	-	-	-	-	-	84	360	377
Total	1231	1568	1765	2244	2612	2354	2569	3111	3288	3400	3425
Diplomas	113	138	195	284		447	401	477	549	464	589

Note: *The University of Zambia Calendar was changed this year. Before 1974-75, under graduate students in Education were registered in school of Humanities and Social Science of Natural Sciences for the B.A. with Education and B.Sc. with Education respectively.

.....Figures for these courses are included in their repsective Schools.

D.N.E. = Diploma in Nursing Education C.P.N. = Certificate in Public oHealth Nursing.

Sources: Educational Statistics 1979, Tables D1, D2, Ministry of Education and Culture, 1982
Educational Statistics 1980, Tables D1, D2, Ministry of Education and Culture, 1983

4. PROBLEMS EXPERIENCED IN THE IMPLEMENTATION

Poor Economy

As has been pointed out, in the early years of independence, Zambia, unlike most post-colonial African states, had a comparatively health economy. Foreign exchange earnings from copper exports were substantial. But around and after the mid-1970s, a substantial increase in oil prices and a fall in copper prices, produced a dramatic decline in the country's economy. The situation was further exacerbated by successive poor harvests, arising from inadequate or poorly distributed rainfall. High oil bills which have continued to-date, have been a drain on foreign exchange earnings; the foreign exchange earnings have meanwhile dropped sharply because of the substantial fall in copper prices, the metal which has always been the backbone of Zambia's economy. At the same time, poor harvests which have continued, have resulted in large food import bills. In fact, the problem of poor performance in agriculture is directly related to the long-standing reliance on the mining sector in the country. Inadequate attention to agriculture has in turn resulted in poorly conceived pricing policies, and a rather chaotic marketing system in the agricultural sector, and a system of subsidies that has been heavily biased in favor of the urban dwellers. Besides these problems, are those related to a massive public bureaucracy, which absorbs an inordinately large financial bill; a non-productive and inefficiently run and organized parastatal sector, and reckless spending of public funds by many public officials. All the foregoing problems have reduced Zambia from a relatively well-off country to an impoverished status today. Currently, the country is auctioning foreign currency to barely meet its import needs. In consequence, capital expenditure on educational programs has fallen sharply, most of educational spending being devoted to the payment of salaries and other recurrent costs. An increasing proportion of the costs of education is being borne directly by the public, especially parents, in spite of rhetoric of free education in the country.

Rising Population

Like most other Third World countries, Zambia has to contend with a very rapidly growing population. The rate of population growth has been increasing

steadily since the early 1960s. The growth rate was 2.5 percent between 1963 and 1969 and rose to 3.1 percent between 1969 and 1980. Today (1985), the growth rate stands at 3.4 percent. This high growth rate is due essentially to increasing fertility and to a declining death rate. The fertility rate today stands at 7.0 and there are hardly any signs that it will decrease in the foreseeable future. In terms of demographic profile, the 1980 population census revealed that nearly 49 percent of the population was under the age of 15, and more than 51 percent was aged 15 years or less. The primary school age-group of 7-13 year-olds constituted more than 21 percent of the total population; if we look at those who would need to attend universal basic education (Grades 1-9) who are within the 7-15 age range, we are talking of slightly over 25 percent of the total population. The implications of the structure of the population for either universal primary education or universal basic education are startling. For instance, in 1984, there were 1.26 million pupils enrolled in Grades 1-7; at current population growth for the 7-13 year-olds, the enrollment at grades 1-7 will be about 2.52 million school places to achieve universal primary education. If, alternatively, the Zambian government insists on its goal of universal basic education (grades 1-9 for all), 1.74 million additional school places would have to be added to the current 1.3 million, by the year 2000. The primary school budget at current prices would be 214 million Kwacha annually by the year 2000; and that of universal basic education would stand at 367.45 million Kwacha. This is clearly a daunting task, given that education will have to compete with other social services for increasingly dwindling national revenues.

Unemployment Among School-Leavers

It has been pointed out that Zambia's economy has declined markedly since the mid-1970s. This decline has been taking place in the context of a rapidly rising population. The result has been few job opportunities for school leavers, especially at the end of primary and secondary schooling. No hard statistics are available on unemployment figures, but estimates range between 1 and 1.5 million unemployed youth, most of them young school leavers. Because of large outputs of school leavers each year, the unemployed labor force swells substantially each year. The government has responded to this widespread unemployment problem by trying to popularize the agricultural sector through the development of agricultural production cooperatives. The

government's efforts have, however, produced towards farming on the part of young school leavers. Distaste for manual work on the land is particularly deeply-rooted in Zambia, because of a long history of dependence on mining rather than agricultural activities. And yet the mining sector today faces a bleak future, and agriculture provides one way out of the country's economic troubles. Until this fact is realized by most young Zambians, unemployment will continue to escalate, while demand for labor in agriculture remains untapped and overlooked.

Curriculum Issues

Zambia, in common with other ex-British colonies or dependencies, inherited a school curriculum that was in many respects irrelevant to the pressing needs of the country. The contents of most school subjects were heavily academic with very little practical content. Efforts have been made to correct this state of affairs in the post-independence period, but with modest success at best. Academic education, which paves the way for entry into the University, attracts the most able students, and subsequently offers the best rewards in terms of social standing (prestige) and material rewards. Part of the reaction of the United National Independence Party's (UNIP) to the non-practical school curriculum was to emphasize, in it educational policies for the 1974-1984 decade, the role of science and technology development in uplifting the quality of life for Zambians. In 1975, the President of the country issued a decree directing that henceforth all educational institutions would combine education with productive activity. The paramount aims were to foster in pupils and students, respect and love for manual work, and to make educational institutions self-supporting in food provisions. The program has had only marginal impact on students and its success in fulfilling some of the objectives for which it was established is open to debate. Other attempts to inject a strong science and math bias in the curriculum. In brief, while Zambian policy makers, like their counterparts elsewhere in Africa, persistently decry the irrelevance of the educational system, they have found it extremely difficult to deal with issues of educational quality and relevance. This should hardly be surprising, since matters of educational quality hinge heavily on historical and economic factors, while those of educational relevance are at core the responsibility of political decision

makers, who must provide the national development priorities to which the educational system should respond.

Teacher Supply

There is ample evidence that in Zambia, at the primary school level, the supply of teachers is quite adequate to man the education system satisfactorily. Although adequate supply has primarily been guaranteed by the use of some untrained teachers, these are today relatively few. For instance, out of a total primary school teaching force of 27,694 in 1984, only 3,484 or 12.6 percent were untrained. The average number of classes per teacher was 1.069 or 1.223 if only trained teachers are taken into account. The attrition rate for primary school teachers at the moment is only about 4 percent. If Zambia decides to attain its objective of universal primary education by say, the year 2000, and works on the assumption of 1.25 classes per teacher, 4,074 additional teachers will be needed at the primary school level. It may be possible to train such a large number of teachers through a number of short-term innovative programs in addition to the regular teacher training programs.

The output of teachers at the secondary level is more problematic that it is at the primary level. There has not been enough output of teachers for the secondary level and Zambianization took rather long to accomplish.. There are 6 institutions which produce teachers for the secondary schools. These are the University of Zambia, Nkumah Teachers College in Kabwe, the Copperbelt Secondary Teachers College in Kitwe, Luanshya Technical and Vocational Teachers College, the Natural Resources Development College and the Evelyn Hone College of Applied Arts and Commerce, both in Lusaka. The projected output of secondary school teachers from these six institutions for the period of the Third National Development Plan (1979-1983), were 969 graduate teachers from UNZA and 2350 non-graduate teachers for all the other colleges. In actual fact, however, there was a shortfall of 153 or 15.8 percent in the output of qualified graduates, and of 301 or 12.8 percent in the output of trained non-graduate teachers. The encouraging development is that the attrition rate among secondary teachers has recorded a gradual decline slightly over 12 percent in 1979 to just over 2 percent in 1983. Problems which are encountered regard imbalances in the geographical distribution of

teachers and allocation to subject areas within the curriculum. Urban areas are often overstaffed in some subjects; also while commerce, home economics and industrial arts are well staffed and heavily Zambianized, there remains a heavy reliance on non-Zambian graduates in science and mathematics. The situation has essentially been aggravated by the high attrition rate in the past among Zambian graduates in these fields. The number of Zambian graduate teachers in these subjects in the schools today, is less than half of the total output of graduates produced in these subjects since the establishment of UNZA. The introduction of universal basic education (grades 1-9) will mean more teachers with diplomas rather tan degree holders from UNZA: And although the attrition rate for secondary school teachers will remain higher than that at primary school level, new and better conditions and terms of services for teachers in check. What Zambia must pay greater attention to, is the increased training and retention of science and math secondary teachers.

Language of Instruction

English, the language of Zambia's colonial masters, remains the official language of instruction in schools. Perhaps unlike other ex-British territories, in Zambia, instruction in English runs the whole gamut from pre-school to university education. This practice of exposing children to English very early in the education process, rather than to instruction in their mother tongues, has been the subject of acrimonious debate among politicians, parents, and educators. Arguments against the use of English in the early stages have ranged from purely pedagogic concerns, such as the possibility of slowing down children's cognition because familiar concepts must be grappled with in an alien tongue, to purely socio-political concerns of cultural colonialism that the use of a foreign, hegemonic language can entrench. These arguments notwithstanding, so far Zambian policy makers have remained persuaded that greater interaction and communication with the outside world can be facilitated by greater proficiency in English, and that the national motto of "One Zambia, One Nation" can better be nurtured in the minds of the youth through communication in one shared language - English.

5. A CRITICAL APPRAISAL OF ZAMBIAN EDUCATION

To maintain consistency with reports for other countries, we evaluate the performance of the Zambian educational system so far on the basis of:

a) internal efficiency, i.e., ability of the educational system to retain students, and monetary rewards to educational attainment;

b) external efficiency in terms of the employability of the school graduates, and their general suitability to the productive efforts the country is making in the quest for development;

c) educational equality in terms of access to schooling for various social groups; and

d) some other nationally relevant criteria for evaluating the education system's success or failure, such as its ability to promote national unity, greater Zambianization, etc.

Internal Efficiency

It has been clearly demonstrated that there has been considerable educational expansion in Zambia since independence in 1964. Not only have more schools and school places been made available, but also there has been a massive increase in student enrollments. Clearly, equality of access to education has been greatly improved in the country. But, as is true for a number of other African countries, the wastage rate in the educational system has been extremely high. The wastage occurs at key exit points in the educational system, where pupils are required to sit for national examinations meant to select them for the next level of education. In rural areas of Zambia, the first selection point was at grade 4, with the result that a small but noticeable proportion of pupils at this grade level failed to reach grade 5. The problem in rural areas was the result of fewer grade 5 places than the number of pupils seeking admission. Nonetheless, it is heartening to note that the rate of progression from grade 4 to grade 5 has increased steadily from 85. 6 percent in 1979-80 (for both sexes) to 91.1 percent in 1983-84.

Thus, the grade 4-5 bottleneck is no longer the problem of considerable magnitude that it used to be in colonial days and the early post-independence years. The biggest bottleneck at the moment remains the progression rate form grade 7 (end of primary schooling) to grade 8 (form 1). The progression rates from grade 7 to grade 8 for a number of recent years are shown in Table 10 below.

Table 10

Progression rates from grader 7 to grade 8, 1979-89 for boys and girls

Year	Boys	Girls	Both Sexes
1979-80	21.3	18.72	20.15
1980-81	21.10	18.81	20.17
1981-82	21.99	19.06	20.76
1982-83	23.66	20.57	22.38
1983-84	25.10	21.10	23.44

Source: Ministry of General Education and Culture (MGEC), unpublished data.

It is clear from the evidence that boys do perform consistently better than girls. And what is not clear, is whether money will be available to support increased grade 7-8 progression rates as a move towards universal basic education. It seems as if for a long time to come, grade 7 will remain a serious hurdle in the quest for secondary education in the country. There is also a moderate bottleneck in progression from grade 10 to grade 11 (Form 3 to Form 4). But on the whole, about 50 percent of grade 10 students go on to grade 11, in the case of boys, and about 40 percent of grade 10 girls continue to grade 11. From 1985 onwards, selection into senior secondary will be shifted downward to grade 9 (Form 2), thus making grades 10, 11, and 12 (Form 5) part of senior secondary. It is hope that some 50 percent of all grade 9

students will proceed to grade 10. Finally, it should be mentioned that selection into the university is very restricted, with only about one-fifth of grade 12 students ever getting entry. In a nutshell, the internal efficiency of the educational system declines sharply with increasing levels of schools.

External Efficiency

As is the case for a growing number of African countries, the pool of the educated unemployed is on the increase in Zambia. The problem is particularly acute in Zambia because of a high urbanization rate (43% of the population lived in urban areas according to the 1980 Population Census), which meant relatively little development in rural ares which would attract school leavers. As of 1985, estimates of the unemployed run between 800,000 and 1 million; and the number of "drop outs" from schools is rising rapidly each year, especially at grades 7 and 10 (or 9) levels. In fact, the available data indicate that about 160,000 school leaver (below Grade VII, at Grade VII, Form III and Form V) enter the employment market each year. The major problems which result in high unemployment rates, apart from urban-rural imbalances, include preference of the present educational curricula rather than technical and profession al training; the failure of the existing formal sector to create enough jobs for the rapidly growing population; and a considerably smaller informal sector in Zambia as compared to say Kenya and Zimbabwe. The informal sector is very much in its incipient stage, and can hardly be expected to make impact on unemployment for a long time to come. Lastly, although the party and its government in Zambia, has repeatedly emphasized the importance of science and technology in the country's development, producing the requisite manpower has remained elusive; this has been shown by the enrollment figures in tertiary and university educational sectors. The result has been that while Zambianization is almost complete within administrative posts in the civil service, the country has continued to rely on expatriates to fill many technical and professional jobs.

In one important sense, one can say that the widespread use of English as a medium of instruction in the schools has promoted a sense of national unity in the country. Zambia lacks an indigenous lingua-franca, such as Swahili in East Africa, but English is widely spoken even among those with rudimentary

levels of education. One notices, very strikingly, the very low salience of ethnicity as a basis for politics in the country. While one should not attribute this solely to the educational system, I think it is fair to point out that it has served as a unifying force in its standardization of the language of official communication and its policy (so far) of mingling students from diverse ethnic backgrounds. The national motto of "One Zambia, One nation" could hardly make sense without a unifying language to serve as a rallying point around it.

APPENDIX I

Some Major Educational Policies in Zambia 1962 - 1985

Table 2

Some Major Educational Policies in Zambia 1962 - 1985

Year	Policy/Event Reform	Goals/Objectives
1962	The National United Independence Party (UNIP) Educational Manifesto	Promise of compulsory free primary education (up to age of 15 years) for all races: to abolish racially segregated schools, have racially mixed private school. Equity in education of girls and boys; promise of more TTCs, technical colleges and a University.
1963	The Lockwood Report (Commissioned by the Colonial Government just before independence)	Recommended the establishment of the University of Zambia on attainment of independence. 'O' levels to be basis of entry to university of Zambia to break (avoid) with erstwhile practice of affiliation to an established University in the North (Europe).

Year	Policy/Event Reform	Goals/Objectives
1965	The University of Zambia Act (Establishment by Act of Parliament)	Established the national University of Zambia and a University Council to decide policy matters of the University.
1965/66	The Transitional Development Plan	Actual moves towards universal primary education; stress on greater enrollments at primary and secondary schools with increase in educational facilities at both levels. A 7 year primary school cycle replaced the 8 year one.
1966	The Education Act of 1966 (by Act of Parliament)	Abolished schools for separate races. Private schools came under firmer control of the Minister of Education. A pyramided education structure established. Increased expansion in education enrollments.
1967	The Saunders Commission Report	To expand technical education and trades training.

Year	Policy/Event Reform	Goals/Objectives
1967	The National Council for Scientific Research Act	The body was charged with the promotion and coordination of scientific research in Zambia with a view to attaining science-based objectives of the Development Plans.
1967	Examinations Council of the Republic of Zambia established through Statutory Instrument No. 256 of 1967	Established to advise the Ministry of Education and other authority on whose behalf examinations are conducted in Zambia; also to deal with issuing of certificates and their validation.
1966/70	First National Development Plan	Increased enrollments at all levels of education to create more indigenous manpower. Emphasis on technical education and teacher training at colleges. More bursaries allocated to UNZA students. Emphasis put on facilities for informal and for adult education.
1968	The Teaching Service Commission Act (by Act of Parliament)	Established an independent body on par with the Public Service Commission to supersede the Advisory body

Year	Policy/Event Reform	Goals/Objectives
		of 1962. Became single employer, offering teachers unified terms and conditions of service. Headed by the Chairman of the Public Service Commission and with two of its members appointed by the Minister of Education.
1972	The technical Education and Vocational Training Act (by Act of Parliament)	Converted the former Commission for Technical and Vocational Training into a Department of the country's educational system. Aimed to vigorously promote technical and vocational educational among indigenous Zambians to reduce dependency on foreign manpower.
1972/76	The Second National Development Plan	Continued expansion in enrollments but with stress on need for quality. Greater emphasis on practical subjects. First serious attention given to the education of handicapped children.

Year	Policy/Event Reform	Goals/Objectives
1974	UNIP National Policies for the 1974-1984 Decade	Emphasis on the role of science and technology in improving the quality of life and the need for improved research leading to innovation in industrial production; importance of basic and applied technological research stressed to bridge Zambia's technological gap.
1975/76	Education for Development: Draft Statement on Educational Reform (1976)	Recommended change from 4-3-3-2 educational structure (4 years of lower primary, 3 years of senior primary, 3 years junior secondary and 2 years senior secondary), to a 7-3-2 system. That is 7 year primary cycle, 3 years senior secondary. Greater government supervision of private schools and no out of the country education for Zambian children at Grade 12 and below. Production Unites in schools, teach political ideology (Humanism) in schools.

Year	Policy/Event Reform	Goals/Objectives
1977	Educational Reform: Proposals and Recommendations	Altered/watered down most of the contents of the 1976 document. Proposed a 7-2-3 educational structure at primary and secondary level. First 9 years of schooling to constitute basic education, i.e. senior secondary to consist of 3 years and not 2 years as suggested in 1976 document. Emphasis on agricultural, technological, commercial and nursing education in tertiary institutions. Encouraged continuation of private schools. Meritocratic principle rather than equality in educational advancement stressed.
1979/83	Third National Development Plan	Geared to mobilizing resources for implementation of the 1977 Reforms. Aim that all 7-year olds join Grade 1 and all children completing Grade 4 go to Grade 5 and stay on until Grade 7. Emphasis on national coordination of educational

Year	Policy/Event Reform	Goals/Objectives
		resources to ensure equality of opportunity between rural and urban areas. Progression rate of 20% from Grade 7 to Grade 8 to be maintained if not increased. No expansion of Grades 10-12 but new curriculum for these levels to be introduced. Continued emphasis on technical and vocational education, and primary and secondary teacher training. Expansion of continued education with the movement of the National Correspondence College from Luanshya to Lusaka recommended. Additional campuses for the university of Zambia at Ndola and Solwezi proposed.
1984/85	Educational Reforms Study (undertaken by Educational Reforms Implementation Project (ERIP) Study Team from the University of Zambia)	Study commissioned by the Ministry of General Education and Culture to formulate concrete proposals for the implementation of the main recommendations of the 1977 Educational Reforms in a systematic and coordinated way. A 7-2-3 educational

Year	Policy/Event Reform	Goals/Objectives
		structure recommended, but an assessment that realization of Universal Primary Education (UPE) may be attained by 1995. But goal of Universal Basic Education (UBE) will remain elusive for a long time.
March 1985	Guidelines for the Formulation of the Fourth National Development Plan	The plan should seriously consider possibility of converting some existing secondary schools into technical and agricultural schools; and priority to be given to raising standards of education in mathematics and science subjects.
Mid March 1985	UNIP Policies for the Decade 1985-95	The policy document re-emphasizes compulsory (but not free) education to Grade 9, i.e. end of junior secondary education. Document also reiterates an earlier emphasis on scientific and technological education.

Source: Author's research

APPENDIX II

Secondary School Enrolment 1964 - 1984

SECONDARY SCHOOL ENROLLMENT 1964-84

YEAR	SEX/TOTAL	GRADE 8	GRADE 9	GRADE 10	GRADE 11	GRADE 12	FORM 6	TOTAL
	BOYS	3268	2852	1479	1212	653	296	9760
1964	GIRLS	1425	1226	697	508	130	107	4093
	TOTAL	4693	4078	2176	1720	783	403	13853
	BOYS	4686	3165	2067	1248	841	348	12355
1965	GIRLS	1915	1331	788	506	192	100	4832
	TOTAL	6601	4496	2855	1754	1033	448	17187
	BOYS	7731	4611	2263	1716	840	133	17294
1966	GIRLS	3245	1716	845	618	195	57	6676
	TOTAL	10976	6327	3108	2334	1035	190	23970
	BOYS	9849	7687	3242	1942	1292	-	24012
1967	GIRLS	5474	3049	1011	653	309	-	10496
	TOTAL	15323	10736	4253	2595	1601	-	34508
	BOYS	9559	9561	5194	2847	1682	-	28843
1968	GIRLS	5310	5257	1702	813	463	-	13545
	TOTAL	14869	14818	6896	3660	2145	-	42388
	BOYS	9647	9499	6109	4679	2559	-	32493
1969	GIRLS	6074	5072	2360	1462	696	-	15664
	TOTAL	15721	14571	8469	6141	3255	-	48157
	BOYS	9307	9672	6259	5716	4206	-	35160
1970	GIRLS	5868	5746	2319	2031	1303	-	17267
	TOTAL	15175	15418	8578	7747	5509	-	52427
	BOYS	9902	9709	6705	5930	5272	-	37518
1971	GIRLS	5868	5702	3232	2031	1738	-	18571
	TOTAL	15770	15411	9937	7961	7010	-	56089
	BOYS	9870	9980	9632	4916	5545	-	39943
1972	GIRLS	5877	5443	5111	1967	1710	-	20108
	TOTAL	15747	15423	14743	6883	7255	-	60051
	BOYS	11079	9743	9769	5164	4593	-	40348
1973	GIRLS	6491	5640	5263	1769	1843	-	21006
	TOTAL	17570	15383	15032	6933	6436	-	61354
	BOYS	12129	11065	9824	5608	4938	-	43564
1974	GIRLS	7125	6145	5349	1973	1608	-	22200
	TOTAL	19254	17210	15173	7581	6546	-	65764

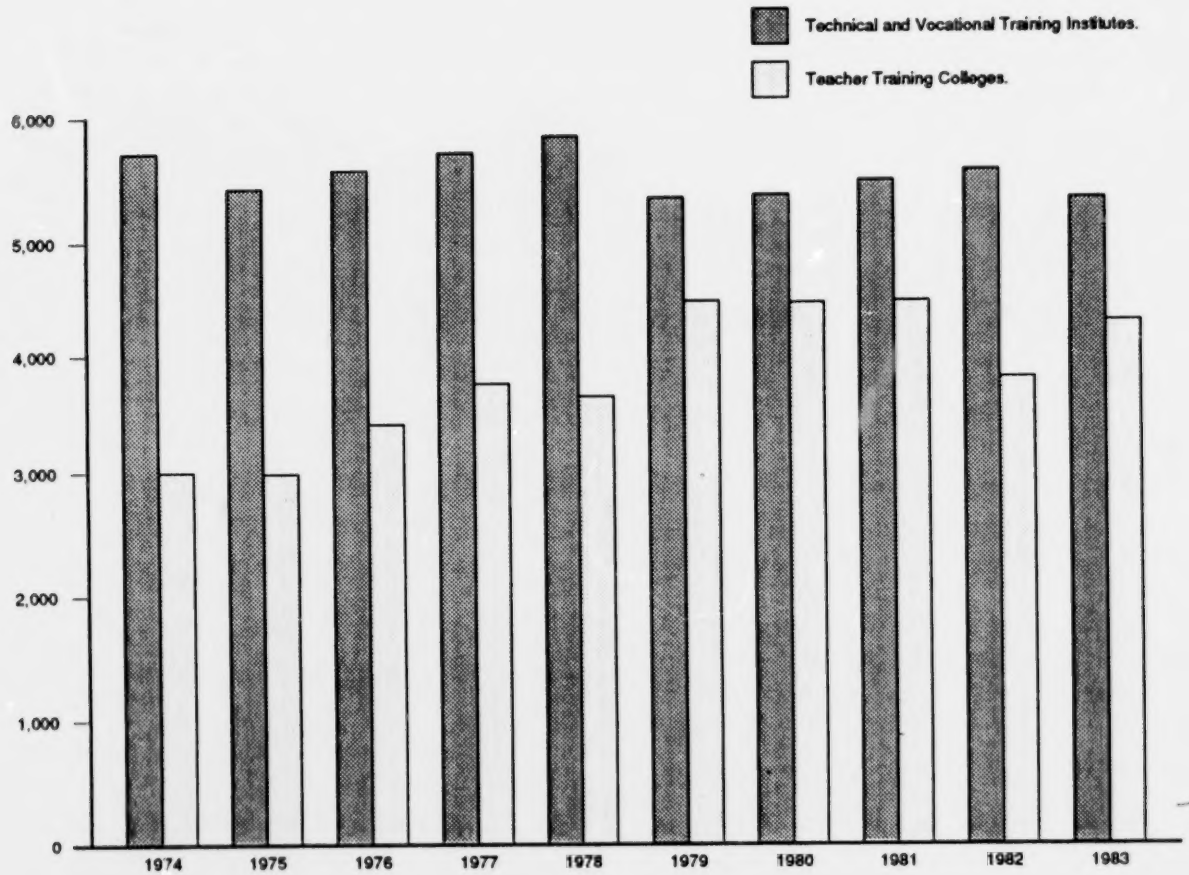
SECONDARY SCHOOL ENROLLMENT 1964-84

YEAR	SEX/TOTAL	GRADE 8	GRADE 9	GRADE 10	GRADE 11	GRADE 12	FORM 6	TOTAL
	BOYS	13401	12251	11116	5723	5492	-	47983
1975	GIRLS	8061	6809	5925	2422	1849	-	25066
	TOTAL	21462	19060	17041	8145	7341	-	73049
	BOYS	14107	13632	12245	6319	55568	-	101871
1976	GIRLS	8006	7631	6622	2519	2156	-	26934
	TOTAL	22113	21263	18867	8838	57724	-	128805
	BOYS	14342	14385	13912	6774	6085	-	55498
1977	GIRLS	9317	7800	7548	2502	2222	-	29389
	TOTAL	23659	22185	21460	9276	8307	-	84887
	BOYS	14712	14775	14685	7807	6758	-	58737
1978	GIRLS	8525	8324	7851	3181	2362	-	30243
	TOTAL	23237	23099	22536	10988	9120	-	88980
	BOYS	14621	15090	15125	7652	7512	-	60000
1979	GIRLS	8619	8519	8273	3270	2914	-	31595
	TOTAL	23240	23609	23398	10922	10426	-	91595
	BOYS	15194	15459	15309	7656	7512	-	61130
1980	GIRLS	9243	8799	8374	3822	3006	-	33244
	TOTAL	24437	24258	23683	11478	10518	-	94374
	BOYS	16224	16638	15638	8201	7911	-	64612
1981	GIRLS	9867	9389	8693	3337	3580	-	34866
	TOTAL	26091	26027	24331	11538	11491	-	99478
	BOYS	16900	17262	16845	8246	8369	-	67622
1982	GIRLS	10379	10238	9378	3933	3309	-	37237
	TOTAL	27279	27500	26223	12179	11678	-	104859
	BOYS	19086	18954	17894	9028	8624	-	73586
1983	GIRLS	11820	10956	10892	4024	3810	-	41502
	TOTAL	30906	29910	28786	13052	12434	-	115088
	BOYS	21926	20557	20107	8908	8841	-	80339
1984	GIRLS	13172	12026	11299	4563	4412	-	45472
	TOTAL	35098	32583	31406	13471	13253	-	125811

APPENDIX III

Enrolment in Teachers Colleges and Technical and Vocational Training Institutes 1974 - 1983

Enrollment: Teacher Training Colleges and Technical and Vocational Training Institutes, 1974-1983.



Source: Third National Development Plan

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APPENDIX IV

Basic Data for Primary and Secondary Schools

BASIC DATA 1982-84

PRIMARY

CATEGORY OF SCHOOL	NO. OF SCHOOLS	NO. OF PUPILS	TEACHERS QUALIFIED	TEACHERS UNQUALIFIED	TOTAL
GOVERNMENT SCHOOLS	3004		23639	3406	27045
AIDED SCHOOLS	18		98	11	109
PRIVATE SCHOOLS	33		371	54	425
SELF HELP SCHOOLS	-		-	-	-
ZAMBIA	3055	1245195	24108	3471	27579

SECONDARY

CATEGORY OF SCHOOL	NO. OF SCHOOLS	NO. OF PUPILS	TEACHERS QUALIFIED	TEACHERS UNQUALIFIED	TOTAL
GOVERNMENT SCHOOLS	132	88322	3517*	41	3558
AIDED SCHOOLS	33	18193	753*	26*	761
PRIVATE SCHOOLS	40	8573	204*	59*	263
SELF-HELP SCHOOLS	62	-	-	-	-
ZAMBIA	267	115088	4474	128	4602

Notes/explanations on above
1. * Figure includes the following categories of teachers: Non-Graduates, Graduates, Non-Zambians and Zambians.

2. Data on Self-Help schools is still being compiled.

Source: "Community Financing of Schools in Commonwealth SADCCC Countries. A Non-Government View from Zambia", by Henry L. Kaluba and Paul P.W. Achola Commonwealth Regional Workshop, Gaborone Botswana, June 12-19, 1985.

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